

UNCLASSIFIED

INT 845/49

CHAPTER IV

THE RESPONSIBILITY OF THE CENTRAL INTELLIGENCE AGENCY
FOR THE COORDINATION OF INTELLIGENCE ACTIVITIES

The coordination of the intelligence activities of the several departments and agencies concerned with national security was a primary reason for establishing the Central Intelligence Agency. This is clear from the early discussions concerning the creation of a central agency and from the language of Section 102 of the National Security Act.

THE STATUTORY PROVISIONS

To achieve this purpose, the Central Intelligence Agency was assigned the duty of advising the National Security Council in matters concerning such intelligence activities as relate to the national security and of making recommendations to the National Security Council for their coordination. The Act does not give the Central Intelligence Agency independent authority to coordinate intelligence activities. Final responsibility to establish policies is vested in the National Security Council.

This duty of advising the National Security Council, together with the two other principal duties of correlating national intelligence and performing common services as determined by the National Security Council, all serve the general purpose of coordination. In fact, these three basic duties of the Central Intelligence Agency, although distinct in themselves, are necessarily inter-related and the performance of one function may involve another.

For example, in performing its duty of advising on the coordination of intelligence activities, the Central Intelligence Agency may recommend to the National Security Council the means to be employed in the assembly of reports

41

UNCLASSIFIED

UNCLASSIFIED

INT 845/50

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and estimates requisite for the performance by the Agency of its second duty, the correlation of national intelligence. As another example, the Central Intelligence Agency may recommend, in accordance with its duty to make recommendations for the coordination of intelligence activities, that a particular intelligence function be performed henceforth by the Agency itself under its third duty of providing services of common concern more efficiently accomplished centrally.

The statutory limitations upon the authority of the Central Intelligence Agency to coordinate intelligence activities without the approval of the National Security Council were obviously designed to protect the autonomy and internal arrangements of the various departments and agencies performing intelligence functions. The Secretaries of departments who are members of the National Security Council are in a position to review recommendations of the Central Intelligence Agency concerning their own departments, and provision is made that other departmental heads may be invited to attend meetings of the National Security Council when matters pertaining to their activities are under consideration. In spite of these calculated limitations on the authority of the Central Intelligence Agency, it is clear that the Agency was expected to provide the initiative and leadership in developing a coordinated intelligence system. In practice, the National Security Council has, almost without exception, approved the recommendations submitted to it by the Central Intelligence Agency for the coordination of intelligence activities.

The National Security Act does not define the "intelligence activities" which are to be coordinated under the direction of the National Security Council, or specify the departments whose activities are covered. Presumably all

UNCLASSIFIED

UNCLASSIFIED

INT 845 / 51

intelligence activities relating to the national security are included, from collecting information in the first instance to the preparation and dissemination of finished intelligence reports and estimates. The criterion, a very broad one, is "such intelligence activities as relate to the national security" and not the identity of the departments concerned or the nature or locale of the intelligence activity. Thus, practically no limitations are set upon the scope of the intelligence activities with which the Central Intelligence Agency is to concern itself.

THE ORGANIZATION AND OPERATION OF THE MACHINERY FOR COORDINATION

Three organizations assist the Director of Central Intelligence in discharging his responsibilities respecting the coordination of intelligence activities: the Intelligence Advisory Committee (IAC), with its Standing Committee; the Interdepartmental Coordinating and Planning Staff (ICAPS) of the Central Intelligence Agency and the Office of Collection and Dissemination (OCD), also in the Central Intelligence Agency.

INTELLIGENCE ADVISORY COMMITTEE

The membership of this Committee, created by National Security Council Intelligence Directive No. 1 of December 12, 1947 (See Annex No. 7), includes the Director of Central Intelligence, as chairman, the heads of the intelligence staffs of the Departments of State, Army, Navy and Air Forces, the head of the Joint Intelligence Group of the Joint Staff and the Director of Intelligence of the Atomic Energy Commission. It is the direct successor to the Intelligence Advisory Board which was created by President Truman in his letter of January 22, 1946 setting up the Central Intelligence Group (See Annex No. 3).

43

UNCLASSIFIED

1733

UNCLASSIFIED

INT 845/52

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Beginning with the discussions that preceded the creation of the Committee there have been two different concepts as to its proper mission. On the one hand was the view, held in the various departments, that the Committee should, in a sense, be a "governing board" for the Central Intelligence Agency. On the other hand, it was argued that Congress had set up the Agency autonomously and that any interdepartmental committee should serve merely in an advisory capacity at the discretion of the Director. The solution established in Intelligence Directive No. 1 lies between these views.

In practice, the role of the Committee has not been significant, and in our opinion, this has been one of the reasons for the weakness of the present arrangements for the coordination of intelligence. In this chapter and the next we will submit our recommendations for increasing the responsibility of the Intelligence Advisory Committee, both with respect to the coordination of intelligence activities and the preparation of intelligence estimates.

The members of the Intelligence Advisory Committee are authorized to pass upon recommendations of the Director of Central Intelligence to the National Security Council and upon directives proposed by the Director in implementation of National Security Council Intelligence Directives. Although it is incumbent upon the Director to transmit to the National Security Council dissents of members of the Committee to his recommendations, the Committee may not prevent the Director from making his recommendations to the National Security Council regardless of dissents. [Where unanimity is not obtained on a proposed directive among the military department members of the Committee, the Director is required to refer the problem to the Secretary of Defense before presenting it to the National Security Council.]

UNCLASSIFIED

UNCLASSIFIED

INT 845/53

The activities of the Intelligence Advisory Committee have been largely confined to taking formal action, usually by voting slips, upon directives proposed by the Director of Central Intelligence to be submitted to the National Security Council or upon implementing directives. These actions are prepared for the Committee by the Interdepartmental Coordinating and Planning Staff and the Committee's own Standing Committee of departmental representatives. The Committee has met only infrequently and has had little to do with the continuing coordination of intelligence activities or with the preparation of coordinated intelligence estimates.* This situation is probably due to a combination of circumstances, including the failure of the Director to appreciate the responsibility of the Central Intelligence Agency for bringing about coordination, lack of mutual confidence among the departments and the Central Intelligence Agency and a general failure to understand how a coordinated intelligence system can be brought about.

The conception of the Intelligence Advisory Committee is sound. It is sound because interdepartmental coordination in such a complicated field as intelligence cannot be achieved solely by directives and without the fullest cooperation of the interested departments. It requires frequent consultation and continuing collaboration on all important questions. The Intelligence Advisory Committee should be the medium for accomplishing this, but it will not succeed if it continues to meet only infrequently, and avoids serious grappling with intelligence problems and continuous consultation on questions of common interest.

*On this subject, see Chapter V and particularly page 75 where there is a discussion of the ad hoc committee set up in March, 1948.

UNCLASSIFIED

UNCLASSIFIED

INT 845/54

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INTERDEPARTMENTAL COORDINATING AND PLANNING STAFF (ICAPS)

This was set up as a staff unit of the Director of Central Intelligence to assist him in his responsibilities for the coordination of intelligence activities. Its members are representatives nominated by the intelligence organizations of the State, Army, Navy and Air Force Departments; the senior State Department representative is the Chairman of the group.

The assigned task of ICAPS is to review the intelligence activities of the Government, and assist the Director in initiating measures of coordination for recommendation to the National Security Council. In order to accomplish this mission effectively, it should have intimate knowledge of the organizations, responsibilities, activities and priorities of the various intelligence agencies. Actually, its achievements reflect inadequate knowledge of these subjects and failure to appreciate the breadth of the responsibility of the Central Intelligence Agency for coordination of intelligence activities.

ICAPS has been largely concerned with the coordination of intelligence activities by assisting in the preparation of the nine National Security Council Intelligence Directives and the four implementing directives of the Director of Central Intelligence.

It was originally expected that ICAPS would act as the secretariat or working staff for the Intelligence Advisory Committee, but owing in part to the infrequent meetings of the Committee, this has not happened. Moreover, there has been confusion between the functions of ICAPS and those of the Standing Committee comprising representatives from the staffs of the members of the Intelligence Advisory Committee, with the result that responsibilities are divided and unclear. Moreover, the status of the members of ICAPS has been

UNCLASSIFIED

UNCLASSIFIED

INT 845/55

ambiguous because it has never been entirely clear whether the group was primarily a staff of the Director of Central Intelligence or a committee representing the member agencies. This has left the group with divided loyalties and uncertainty as to its mandate.

The position of ICAPS has been rendered more difficult because its members have been given operating responsibilities which are not only unrelated to their primary task of assisting to formulate plans for the coordinating of intelligence, but are responsibilities which seem to belong more properly to the operating branches of the Central Intelligence Agency. Thus, one member of the staff serves as the full-time liaison officer with the Joint Intelligence Group of the Joint Staff. This is purely an intelligence research and reporting function in which the Office of Reports and Estimates has almost exclusive interest. Moreover, the official liaison officer from the Central Intelligence Agency to the National Security Council staff is the Chairman of ICAPS. This function also concerns matters affecting primarily the Office of Reports and Estimates and, in fact, a representative from that Office now also works with the National Security Council staff.

In these and other ways ICAPS has acquired operating rather than planning functions and has become, to some extent, a buffer between the operating parts of the Central Intelligence Agency and outside agencies. In carrying out both its planning and operating functions, it is not in close touch with the intelligence branches of the Central Intelligence Agency. There are numerous complaints that it is not only failing to carry out its own mission properly, but is actually impeding the other parts of the Central Intelligence Agency in carrying out theirs.

47

UNCLASSIFIED

UNCLASSIFIED

INT 845/56

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In general, we have found that ICAPS, staffed by individuals whose experience with problems of intelligence organization is not extensive, and lacking a clear and firm mandate, has failed to undertake a broad and effective program of coordination of intelligence activities. It has been allowed to dissipate its energies in activities for which it is not suited and to neglect its primary mission. It has not given the impression within the Central Intelligence Agency or outside that it grasps the nature of the responsibility for coordination of intelligence activities which is imposed upon the Central Intelligence Agency by the National Security Act.

OFFICE OF COLLECTION AND DISSEMINATION

The Office of Collection and Dissemination combines three functions, only one of which is directly related to the task of coordinating intelligence activities.

In the first place, it acts as a service organization for the other Offices of the Central Intelligence Agency by procuring intelligence data from other agencies and by disseminating to those agencies the intelligence collected or produced by these Offices. Its second task is the provision of certain services of common concern for the benefit of the Central Intelligence Agency and other agencies. These include the maintenance of an intelligence library and of certain central registers and indices.

Finally, the Office of Collection and Dissemination performs certain co-ordinating functions with respect to the collection of intelligence. It processes all intelligence requests received by the Central Intelligence Agency, whether these call merely for documentary material or require field collection.

UNCLASSIFIED

UNCLASSIFIED

INT 845/52

It canvasses the collection capabilities of the Agency and all other appropriate agencies in order to determine how best to meet these requests. Thus, if the Office of Naval Intelligence should request of the Central Intelligence Agency information on the petroleum producing capabilities of various foreign countries, the Office of Collection and Dissemination would determine the intelligence resources which should be tapped in order to satisfy the request. If the request cannot be satisfied within the Central Intelligence Agency, it will determine what outside agency is capable of procuring necessary information and will be responsible for forwarding the request to such agency. In the course of this action, the Office of Collection and Dissemination will attempt to discover whether any other agency has a similar requirement for information which might be combined with the original request. In this manner the Office assists in coordinating the requirements and collection requests received from within the Central Intelligence Agency and from outside agencies.

It is obvious that this function of coordination is designed to meet current requests and does not involve a broad responsibility continuously to monitor and coordinate the collection procedures and requirements of the various intelligence agencies, including the Central Intelligence Agency. Such a responsibility would force the Office of Collection and Dissemination into the position of a central clearing house for all collection requirements and requests of all agencies. It would be impractical to have such an arrangement due to the mass of administrative detail involved and the resulting delay in the satisfaction of the requests. In practice, direct inter-agency requests, not requiring coordination, may by-pass the Central Intelligence Agency completely.

49

UNCLASSIFIED

~~CONFIDENTIAL~~

INT 845/58

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NATIONAL SECURITY COUNCIL INTELLIGENCE DIRECTIVES

The formal accomplishment of over-all coordination is represented mainly by nine Intelligence Directives approved by the National Security Council upon recommendation of the Director of Central Intelligence in consultation with the Intelligence Advisory Committee, and four implementing directives which need not be discussed here.

The National Security Council Intelligence Directives* provide for the coordination of intelligence activities in various ways. The basic Directives, Nos. 1, 2, 3 and 4 seek to achieve coordination of intelligence activities by allocation of general areas of responsibility to the several departments and to the Central Intelligence Agency.

Directive No. 1, as we have pointed out, establishes the general arrangements for such coordination. It sets up the Intelligence Advisory Committee, discussed above, to advise the Director of Central Intelligence, specifies the procedures for the issuance of Intelligence Directives and defines the duty of the Central Intelligence Agency with respect to the production of "national intelligence." Insofar as practicable, the Central Intelligence Agency "shall not duplicate the intelligence activities and research of the various Departments and Agencies, but shall make use of existing intelligence facilities." The Directive provides for exchange of information between the Central Intelligence Agency and the departmental agencies, and authorizes the assignment of officers to the Central Intelligence Agency by the departmental organizations. It also includes provision for the Central Intelligence Agency to request authority to inspect intelligence material in agencies of the Government.

*See Annexes No. 7-15 for the texts of the Directives.

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UNCLASSIFIED

INT 845 /59

Directive No. 2 allocates responsibility for the collection abroad of overt intelligence among the Departments of State, Army, Navy and Air Force by establishing "certain broad categories of agency responsibility." Political, cultural and sociological intelligence are assigned to the State Department. Military, naval and air intelligence are assigned to the respective Services. The collection of economic, scientific and technological intelligence is allocated to each agency "in accordance with its respective needs." The Directive provides for coordination of these collection activities in the field by the senior United States representative.

Directive No. 3 is an elaborate definition of categories of intelligence production, i.e., basic, current, staff, departmental and national intelligence, and it assigns the responsibilities of the departmental agencies and the Central Intelligence Agency in intelligence production. The same areas of "dominant interest" are specified as for intelligence collection, and the production of "national intelligence" is reserved to the Central Intelligence Agency. However, the terms of the various definitions are broadly drawn, the exceptions are numerous, and confusion of intelligence functions has continued despite the effort to eliminate it by definition.

Directive No. 4 provides that the Central Intelligence Agency shall take the lead in preparing a comprehensive outline of national intelligence objectives, and from time to time shall indicate the priorities attaching to these objectives.

The most recent Intelligence Directive is No. 9, which establishes the United States Communications Intelligence Board (USCIB), specifies its working mechanism, and makes it the authoritative agency for the coordination of [REDACTED]

51

UNCLASSIFIED

1741

UNCLASSIFIED

INT 845/60

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communications intelligence activities of the Government. It places members from the Central Intelligence Agency, State, Army, Navy and Air Force on the Board, and provides that their unanimous decision is necessary for approval of particular matters. The original proposal for coordination in this field submitted by the departments was that an Executive Order be issued setting up an independent, departmental board to control communications intelligence, which would not have been under the National Security Council. In opposition to this plan, the Central Intelligence Agency proposed that the Director of Central Intelligence be responsible for coordinating communications intelligence activities with the advice of the Board. As finally resolved, the Board, and not the Director of Central Intelligence, was given the coordinating responsibility, but it was placed under the National Security Council and the Central Intelligence Agency was given membership.

Four of the Directives, Nos. 5, 6, 7 and 8, assign certain "services of common concern" to the Central Intelligence Agency under the authority granted in the National Security Act (Section 102 (d)). These are coordinating actions in the sense that, by common agreement, they assign to the Central Intelligence Agency primary or exclusive responsibility for conducting certain intelligence activities of common concern. Directive No. 5 provides that the Central Intelligence Agency will conduct all espionage and counter-espionage operations abroad except for certain agreed activities and it also provides that the Central Intelligence Agency will coordinate covert and overt collection activities. (See Chapter VIII).

Directive No. 6 gives the Central Intelligence Agency authority to conduct all federal monitoring of foreign press and propaganda broadcasts, and directs

UNCLASSIFIED

UNCLASSIFIED

INT 845/61

the Agency to disseminate the information thus received to interested departmental agencies. (See Chapter VII).

Directive No. 7 gives the Central Intelligence Agency authority for the exploitation of domestic sources of foreign intelligence, and provides for the participation of departmental agencies in this activity. (See Chapter VII).

A fourth "service of common concern" is provided in Directive No. 8 which assigns to the Central Intelligence Agency responsibility for maintaining a central file of biographical data on foreign scientific and technological personalities.

These Intelligence Directives allocate responsibilities to the Central Intelligence Agency in fields which have been conceded to be those of common concern where work can best be done centrally. This is also true of the allocation to the Central Intelligence Agency of responsibility for the conduct of secret operations (other than intelligence) abroad by the Office of Policy Coordination which was accomplished by direct National Security Council action (NSC 10/2) and not by Intelligence Directive submitted through the Intelligence Advisory Committee. (See Chapter IX). In all of these cases where particular functions of common concern have been assigned, the allocation of functions has been generally accepted as sound.

THE DEGREE OF COORDINATION ACHIEVED

In spite of these formal directives for the coordination of intelligence activities, it is probably correct to say that departmental intelligence activities are substantially unaffected by this program of coordination except where the Central Intelligence Agency has been given exclusive responsibility for certain activities.

UNCLASSIFIED

UNCLASSIFIED

INT 845/62

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In general, there is an absence of effective coordination under the leadership of the Central Intelligence Agency and there is virtually no supervision of the ways in which the various directives are carried out, except that the Central Intelligence Agency controls those common service activities assigned to it. Conflicts of jurisdiction and duplication of activities remain. In many cases they have not only been unresolved, which is hardly surprising after such a short time, but they remain unrecognized and unacknowledged.

Despite the provisions of Directives Nos. 2 and 3 in regard to the allocation of dominant interest, each department collects and produces the intelligence it chooses according to priorities it establishes. The very large loopholes in these directives and the absence of any continuously effective monitoring of their implementation makes this possible. The Central Intelligence Agency itself has become a competitive producer of intelligence on subjects of its own choosing which can by no stretch of the imagination be called national intelligence. (See Chapters V and VI). The amount of undesirable duplication among intelligence agencies is considerable and the absence of co-ordinated intelligence collection and production is serious.

In our opinion, certain essentials for the improvement of this situation would include: continuous examination on the initiative of the Central Intelligence Agency of instances of duplication and failure of coordination; directives which establish more precisely the responsibilities of the various departments; and the effective carrying out of plans through close inter-departmental consultation at all levels. To a greater or lesser degree, all of these essentials are lacking at the present time.

UNCLASSIFIED

UNCLASSIFIED

INT 845/63

Clearly, as pointed out above, the authority of the Central Intelligence Agency to coordinate intelligence activities is subject to directives of the National Security Council. However, the responsibility to advise the National Security Council and to make recommendations for coordination is squarely placed on the Central Intelligence Agency. Therefore, lack of authority in a specific situation should not deter the Central Intelligence Agency from exercising its responsibility to submit recommendations so that proper coordination will result. If there are doubts as to how the coordination should be affected, it is the duty of the Agency to ask the National Security Council to resolve them.

The coordination of intelligence activities today is particularly important in three fields illustrative of the general problem, namely -- scientific intelligence, domestic intelligence and counter-intelligence affecting the national security, and communications intelligence.

SCIENTIFIC INTELLIGENCE*

The field of scientific and technological intelligence is obviously one which may overshadow all others in importance. At the present time there is no proper coordination of effort in this field, which is one in which there is a broad area of common interest. In fact, this diffusion of responsibility is confirmed in National Security Council Intelligence Directives Nos. 2 and 3 which allocate collection and production responsibilities for scientific and technological intelligence to "each agency in accordance with its respective needs."

*Since this report was written, steps are being taken to create in the Central Intelligence Agency a separate Office of Scientific Intelligence and to transfer to it the Nuclear Energy Group now in the Office of Special Operations.

UNCLASSIFIED

UNCLASSIFIED

INT 845/64

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Each of the military Services collects scientific and technological intelligence in accordance with its own program and produces such reports as it chooses. The Central Intelligence Agency performs certain central collecting services through its Office of Operations and Office of Special Operations. The Office of Special Operations also houses the Nuclear Energy Group which is the central governmental unit for interpreting atomic energy intelligence. Separate from it is a Scientific Branch in the Office of Reports and Estimates which was expected to become the central group for stimulating and coordinating scientific intelligence. It has not yet filled this role. The Research and Development Board does not itself actively engage in scientific intelligence but has an important interest in the field. Its needs should therefore be given major consideration in plans and arrangements for coordination.

In summary, responsibilities are scattered, collection efforts are uncoordinated, atomic energy intelligence is divorced from scientific intelligence generally, and there is no recognized procedure for arriving at authoritative intelligence estimates in the scientific field, with the possible exception of atomic energy. Here is a situation which must have priority in coordination of intelligence activities. In Chapter VI we propose certain steps which come within the scope of this survey.

DOMESTIC INTELLIGENCE AND COUNTER-INTELLIGENCE AFFECTING THE NATIONAL SECURITY

Another broad field requiring coordination is that of foreign intelligence derived from domestic sources and the allied field of domestic counter-intelligence. This includes the exploitation of intelligence from United States business firms, travellers, etc., exploitation of the intelligence possibilities of groups and individuals of foreign nationality in the United States, the

UNCLASSIFIED

UNCLASSIFIED

INT 845/65

relating of domestic counter-intelligence to foreign intelligence and the coordination of domestic counter-espionage with counter-espionage abroad. Except for the exploitation of private sources of foreign intelligence in the United States which is centralized in the Office of Operations of the Central Intelligence Agency (see Chapter VII), responsibility for the other activities is scattered among the State Department, the Armed Services, the Federal Bureau of Investigation and the Central Intelligence Agency. There is little effective coordination among them, except on a case basis.

The Federal Bureau of Investigation, which has primarily security and law enforcement responsibilities, is concerned in fact with an important area of intelligence. This includes domestic counter-espionage and counter-sabotage, control of communist and other subversive activities and surveillance of alien individuals and groups. All of these functions are closely related to the comparable activities abroad of the Central Intelligence Agency. They all have an important intelligence aspect, particularly today when intelligence from domestic and foreign sources is so closely related. The fact that the Federal Bureau of Investigation is primarily concerned with security and law enforcement may result in a failure to exploit the intelligence possibilities of a situation and may create difficulties in reconciling the intelligence with the security interests.

The Federal Bureau of Investigation is not part of the existing machinery for coordination of intelligence through the Intelligence Advisory Committee or otherwise. There is no continuing manner whereby domestic intelligence and counter-intelligence are related to over-all national intelligence in order to serve the general purpose set forth in the National Security Act

57

UNCLASSIFIED

11/11/71

UNCLASSIFIED

INT 845/66 1

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"of coordinating the intelligence activities of the several Government departments and agencies in the interest of national security."

In our opinion, the Central Intelligence Agency has the duty under the Act to concern itself with the problem of coordinating those phases of domestic intelligence and counter-intelligence which relate to the national security and should submit recommendations on this subject to the National Security Council. This is not inconsistent with the stipulation of the National Security Act that the Central Intelligence Agency "shall have no police, subpoena, law-enforcement powers, or internal security functions." It would in fact serve to carry out the program of coordination set forth in the Act in a broad field which has hitherto been largely neglected.

A step toward bringing about the coordination we recommend would be to provide for closer association of the Federal Bureau of Investigation with the intelligence agencies by making it a member of the Intelligence Advisory Committee.

COMMUNICATIONS INTELLIGENCE

A further problem in the field of coordination of intelligence activities is that of communications intelligence. We have referred above to Intelligence Directive No. 9 establishing the United States Communications Intelligence Board with representation from the Department of State and the Central Intelligence Agency as well as of the Armed Services.

We have not made an on-the-spot examination of communications intelligence and, in view of the necessarily stringent security restrictions, it seemed unwise that a non-governmental committee such as ours, without specific mandate

UNCLASSIFIED

UNCLASSIFIED

INT 845/67

to go into the whole subject, should press such an inquiry. Accordingly, the Survey Group is not in a position to express a judgment upon the efficiency of the present arrangements for the production of communications intelligence through the separate establishments of the Army and the Navy. We have, however, generally considered the problem of communications intelligence insofar as it relates to the over-all arrangements for the coordination of intelligence activities.

We consider that coordination of communications intelligence is of most vital concern not only to the Services but to the Department of State in the formulation of policy and to the Central Intelligence Agency in its operations and other activities. The procedure by which the United States Communications Intelligence Board was established conformed to what should be the normal functioning of the arrangements for the coordination of activities in that the Board was established by National Security Council Intelligence Directive adopted upon the recommendation of the Director of Central Intelligence and the Intelligence Advisory Committee.

To be effective, communications intelligence must be properly coordinated at all stages, from collection and production* to dissemination and use. One of the prime objectives of coordination in this field is to assure prompt receipt of the product of communications intelligence by its essential users in State Department and the Central Intelligence Agency, as well as in the Services. As we have pointed out in our subsequent chapter dealing with

*We understand that, at the direction of the Secretary of Defense, a committee comprising representatives of the three Services is completing a study of the question of creating a joint organization for the production of communications intelligence.

UNCLASSIFIED

UNCLASSIFIED

INT 845/68

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secret intelligence operations (Chapter VIII), there is some reason to believe that these operations and communications intelligence activities are not at the present time sufficiently closely coordinated so as to provide for each the maximum support from the other's work.

We further believe that the recommendation we have made in this chapter for the coordination of intelligence activities could best be achieved with respect to communications intelligence by making the Director of Central Intelligence permanent chairman of the United States Communications Intelligence Board.

PROPOSALS FOR IMPROVED COORDINATION

In order to remedy the existing situation in respect of coordination of activities, several steps are necessary. The Director of Central Intelligence must show a much greater concern than hitherto with the general problem of coordination of intelligence activities which is one of his essential statutory duties. His is a responsibility to all of the departments concerned with national security; it can be properly discharged by leadership, imagination, initiative and a realization that only a joining of efforts can achieve the desired results.

The other members of the Intelligence Advisory Committee must also share in the general responsibility for carrying out the intent of the National Security Act by quickening their interest and exhibiting a spirit of active co-operation. No amendment to the Committee's charter as set forth in Intelligence Directive No. 1 appears necessary to bring about this improvement.

In the next chapter where we deal with the question of national intelligence estimates we propose that the Intelligence Advisory Committee assume a

UNCLASSIFIED

UNCLASSIFIED

INT 845/69

more active role in producing these estimates. In our opinion, this would not only improve the relevance and quality of the estimates but would give the Committee the impetus and the background it needs to deal effectively with the coordination of intelligence activities. More than any other stage in the intelligence process, the consideration of estimates should reveal the deficiencies and overlaps as well as the accomplishments in intelligence.

We believe, as stated above, that the Federal Bureau of Investigation should be added to the permanent membership of the Intelligence Advisory Committee. We also believe that the Atomic Energy Commission and the Joint Staff might be dropped from the regular membership. The role of the Atomic Energy Commission in intelligence is a limited one and confined to a highly specialized field. The representation of the Joint Staff upon the Intelligence Advisory Committee appears to be largely duplicative in view of the predominantly Service membership of the Committee. However, they, together with other interested agencies such as the Departments of Treasury and Commerce, the Research and Development Board and the National Security Resources Board, should attend meetings whenever matters of direct concern to them are being considered.

Within the internal organization of the Central Intelligence Agency the Interdepartmental Coordinating and Planning Staff (ICAPS) should be set up clearly as an integral part of the Agency, charged with the task of seeking out, studying and developing, in consultation with the other parts of the Central Intelligence Agency and outside agencies, plans for the coordination of intelligence activities. It should have no responsibility for current operations, except that certain current tasks of coordination (such as some of those now performed by the Office of Collection and Dissemination) might be

61

UNCLASSIFIED

177

UNCLASSIFIED

[REDACTED]

carried out under its direction. The reconstituted ICAPS which might appropriately be called "Coordination Division" should be small. Its members should be persons interested in, and qualified to deal with, problems of intelligence organization. Finally, and perhaps most important of all, the Director must look upon this reorganized and strengthened group as his major support in fulfilling one of his most difficult assignments under the National Security Act, that of advising the National Security Council on the intelligence activities of the Government and making recommendations for their coordination.

It is our belief that the relationship between certain of the functions presently performed by ICAPS and the Office of Collection and Dissemination should be considerably closer. ICAPS is responsible for the promulgation of plans and policy in relation to the coordination of collection activities. As one of its tasks, the Office of Collection and Dissemination coordinates actual collection and dissemination and in some respects is in a position to implement the general plans and policies for coordination. Constantly dealing with the day-to-day "working level" problems of collection, the Office of Collection and Dissemination is in a good position to make recommendations in regard to the improvement of collection procedures and the coordination of collection activities.

We, therefore, recommend that the collection and dissemination functions of this Office be placed under the new Coordination Division, subject to future determination of the extent to which individual Offices may conduct their own dissemination. (See Conclusions to Chapters VII and VIII). We further recommend that all of the library, index and register functions be separated from the Office of Collection and Dissemination and be placed in a centralized Research and Reports Division as described in Chapter VI.

UNCLASSIFIED

UNCLASSIFIED

INT 845/71

CONCLUSIONS AND RECOMMENDATIONS

- (1) The responsibility of the Central Intelligence Agency under the National Security Act with respect to the coordination of intelligence activities, which is one of the most important ones assigned to the Central Intelligence Agency, has not been fully discharged.
- (2) One of the important areas where more active efforts at coordination are needed is the field of scientific intelligence. (See Chapter VI).
- (3) Another important area is that of domestic intelligence and counter-intelligence insofar as they relate to the national security. To improve coordination in this area and between it and the entire intelligence field, we recommend that the Federal Bureau of Investigation should be made a member of the Intelligence Advisory Committee.
- (4) The Director of Central Intelligence should be made permanent chairman of the United States Communications Intelligence Board.
- (5) The Intelligence Advisory Committee is soundly conceived, but it should participate more actively with the Director of Central Intelligence in the continuing coordination of intelligence activities.
- (6) The Intelligence Advisory Committee should consist of the Director of Central Intelligence and representatives of the Departments of State, Army, Navy and Air Force and the Federal Bureau of Investigation. Other departments and agencies would sit as ad hoc members when appropriate.
- (7) The Interdepartmental Coordinating and Planning Staff should be reconstituted as a staff* responsible only to the Director of Central Intelligence,

*In this chapter we have called this new staff "Coördination Division." It should be noted that this name and other names we have given to proposed branches of the Central Intelligence Agency are only for purposes of illustration and simplification and not given as a formal recommendation.

UNCLASSIFIED

UNCLASSIFIED

INT 845/72

[REDACTED]

with the task of developing plans for the coordination of intelligence activities.

(8) The responsibilities of the Office of Collection and Dissemination with respect to the coordination of collection requirements and requests and the dissemination of intelligence should be carried out under the new Coordination Division. This is subject to future determination of the extent to which individual Offices may conduct their own dissemination.

UNCLASSIFIED

INT 72